

Message Text

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TAGS: MCAF, NATO

SUBJECT: FOLLOW-UP TO 7 DECEMBER DPC MINISTERIAL MEETING

REFS: A. USNATO 6089, B. USNATO 6110, C. USNATO 6232,

D. USNATO 6273, E. USNATO 0045

1. USNATO 6110 WAS MOST HELPFUL IN WASHINGTON REVIEW OF NATO DEFENSE PROBLEMS AND PROGRAMS FOR THE NEXT SEVERAL MONTHS. MANY OF THE SPECIFIC US ACTIONS RECOMMENDED IN PARAGRAPH 12 ARE UNDER WAY. THESE ARE DEALT WITH IN SEPTELS. THE FOLLOWING COMMENTS, WHICH ARE INTENDED AS BACKGROUND TO DPC PERMREP DISCUSSION OF FOLLOW-UP TO THE DECEMBER MINISTERIAL DECISIONS, SHOULD ALSO SERVE AS CONFIDENTIAL

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GENERAL GUIDANCE ON DEFENSE PLANNING FOR THE PERIOD.

2. AS GENERAL BACKGROUND TO THE COMING MONTHS, US DEFENSE OBJECTIVES FOR NATO REMAIN THOSE IDENTIFIED BY SECRETARY

SCHLESINGER AT THE DECEMBER 7, 1973 DPC MINISTERIAL MEETING:

(A) CONSTRUCTION OF A SATISFACTORY BASIS FOR MAINTAINING AN ADEQUATE OVERALL NATO SECURITY POSTURE FOR THE LONG HAUL, INCLUDING BALANCED FORCES WITH RATIONAL MISSIONS CREDIBLE TO OUR ADVERSARIES AND OURSELVES; AND (B) AN EQUITABLE ADJUSTMENT OF BURDENS TO PUT UNITED STATES PARTICIPATION IN NATO, AND THE UNITED STATES MILITARY PRESENCE IN EUROPE, ON A SOLID, DURABLE FOUNDATION ACCEPTABLE TO BOTH THE UNITED STATES CONGRESS AND PUBLIC, AND

TO OUR ALLIES.

3. THE DECEMBER 1973 MINISTERIAL MEETING RECORDED USEFUL PROGRESS IN MAINTAINING CURRENT LEVELS OF NATO FORCES WITH SOME DEGREE OF MODERNIZATION. HOWEVER, IT IS CLEAR THAT MUCH MORE REMAINS TO BE DONE IN ANALYZING DEFENSE NEEDS, AGREEING ON A LONG-TERM POSTURE, AND LAYING OUT STEPS TO BE TAKEN IN ACHIEVING AND MAINTAINING THE DESIRED DEFENSE POSTURE. AT THE SAME TIME, WE SHOULD CONTINUE OUR EFFORTS TOWARD A MORE EQUITABLE SHARING OF THE BURDEN.

4. WE RECOGNIZE THAT THE TASKS FACING NATO PERMANENT REPRESENTATIVES AND NATIONS IN MOVING NATO DEFENSE BUSINESS FORWARD, LOOKING TO THE SPRING DPC MINISTERIAL, ARE A MIXTURE OF CUSTOMARY ON-GOING BUSINESS (FORCE GOALS, AD-70 SPRING REPORT, SIZE AND SHARES OF NEXT FIVE-YEAR INFRASTRUCTURE PROGRAM) AND NEW OR RENEWED MINISTERIAL INITIATIVES (BASIC ISSUES OF DEFENSE PLANNING, SPECIALIZATION, BURDENSARING, AND LESSONS LEARNED FROM THE MIDDLE EAST). THERE ARE SOME EVIDENT RELATIONSHIPS AMONG THESE ITEMS WHICH SHOULD BE KEPT IN MIND DURING THE COMING MONTHS. THESE RELATIONSHIPS, ALONG WITH INITIAL VIEWS ON SUBSTANCE, ARE IDENTIFIED BELOW.

5. FORCE GOALS. THESE SHOULD REFLECT RECENT MINISTERIAL EMPHASIS IN THE BASIC ISSUES AND SPECIALIZATION FIELDS, CONFIDENTIAL

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AS WELL AS MINISTERIAL GUIDANCE OF JUNE 7, 1973. WHILE SOME ADJUSTMENTS IN MANPOWER ALLOCATION CAN BE SUPPORTED (AND EVEN ENCOURAGED IN ORDER TO IMPROVE THE TEETH-TO-TAIL RATIO), MAJOR INCREASES IN MANPOWER PROBABLY CANNOT BE EXPECTED. EMPHASIS SHOULD REMAIN ON EQUIPMENT STANDARDIZATION AND MODERNIZATION, ALONG WITH BETTER UTILIZATION OF PERSONNEL TO INCREASE READINESS; ON CONTINUATION OF CURRENT PROGRAMS FOR NAVAL MODERNIZATION; AND ON REINFORCEMENT/RECEPTION PLANNING AND FACILITIES. MISSION SHOULD GIVE VIGOROUS SUPPORT TO RETAINING PRIORITY FOR THOSE FORCE PROPOSALS BY MNC'S ON ANTI-ARMOR WEAPONS, AIRFIELD PROTECTION, STOCK LEVELS, LOW LEVEL AIR DEFENSE AND ECM/ECCM.

6. AD-70 - SPRING REVIEW OF DEFENSE PROGRAMS. WE VIEW THIS AS THE ANNUAL OPPORTUNITY AFFORDED TO PERMREPS AND SUBSEQUENTLY TO MINISTERS TO REVIEW COLLECTIVELY THE ENTIRE NATO DEFENSE PROGRAM, INCLUDING COMMON SUPPORTING PROGRAMS AS WELL AS FORCES. WHILE IT ALSO SHOULD BE USED AS AN OCCASION TO REVIEW FORCE CAPABILITIES AS ASSESSED BY THE NATO MILITARY AUTHORITIES, THIS REVIEW SHOULD NOT

DETRACT FROM THE PRIME PURPOSE OF EXAMINING THE BALANCE BETWEEN EXISTING AND PLANNED FORCE CAPABILITIES ON THE ONE HAND, AND THE ADEQUACY OF THE VARIOUS SUPPORTING PROGRAMS OF INFRASTRUCTURE, COMMUNICATIONS, CRISIS MANAGEMENT, CIVIL PREPAREDNESS, AND COOPERATION IN LOGISTICS AND ARMAMENTS ON THE OTHER, WITH FINANCIAL ANALYSIS USED AS FEASIBLE TO MEASURE THE WEIGHT OF EFFORT APPLIED TO THE VARIOUS PROGRAMS. WHILE WRITTEN REPORT OF RESULTS OF SPRING REVIEW IS ESSENTIAL FOR CAPITALS, WE SEE IT EQUALLY IMPORTANT THAT AN ORAL PRESENTATION OF RESULTS BE MADE TO PERMREPS WITH PROVISION FOR DISCUSSION. OUTCOME OF SPRING REVIEW EFFORT SHOULD REAFFIRM THAT SUPPORTING PROGRAMS ARE IN BALANCE OR INDICATE CHANGES IN NATIONAL OR NATO SUPPORTING PROGRAMS NEEDED TO GET THE MOST EFFECTIVE COLLECTIVE NATO DEFENSE FROM PRESENT AND PLANNED FORCES. WE CONSIDER AD-70 TO BE A VERY IMPORTANT OVERALL LIST OF ACTION PROGRAMS, WHICH REQUIRES FREQUENT SCRUTINY TO INSURE PROPER EMPHASIS AND PRIORITIES.

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7. INFRASTRUCTURE. US OBJECTIVES OF (A) KEEPING EFFECTIVE US SHARE OF CONTRIBUTIONS AT 20 PER CENT, (B) ESTABLISHING THE NEXT FIVE-YEAR PROGRAM AT A LEVEL ADEQUATE TO SUPPORT NATO MILITARY NEEDS AND (C) EXTENDING NATO INFRASTRUCTURE TO PROVIDE MORE SUPPORT FOR STATIONED FORCES, ARE WELL-KNOWN TO NATO. ACTION ON FIRST TWO OBJECTIVES APPEARS TO BE WELL UNDER WAY IN APPROPRIATE NATO COMMITTEES. ON OBJECTIVE (C) YOU SHOULD FOLLOW UP WITH A PROPOSAL FOR REFERENCE TO THE APPROPRIATE COMMITTEES FOR STUDY AND RECOMMENDATION. SINCE SUPPORT FOR STATIONED FORCES IS RELATED TO BURDENSARING AND INDIRECTLY TO SPECIALIZATION, EARLY ACTION WOULD BE HELPFUL.

8. BASIC ISSUES OF DEFENSE PLANNING.

A. REQUIREMENT TO REPORT FOLLOW-UP PROGRESS TO MINISTERS IN THEIR SPRING 1974 MEETING WILL CALL FOR A PARTIAL PREVIEW OF 1975-1979 FORCE PLANS AS KNOWN IN THE SPRING OF 1974 ON THREE SUBJECTS OF ANTI-ARMOR, AIRCRAFT PROTECTION AND PROGRESS IN WAR RESERVE STOCKS PLANNING. WE ASSUME MISSION WILL ENCOURAGE EARLY AGREEMENT ON FORMAT

AND TIMING OF ANY SPECIAL SHAPE OR NATIONAL REPORTS REQUIRED. SINCE THE THREE FIELDS WERE IDENTIFIED IN THE AD-70 STUDY, CONSIDERATION MIGHT BE GIVEN TO USING SAME INFORMATION ON PLANNING IN THESE FIELDS IN THE ASSESSMENT OF PROJECTED FORCE CAPABILITIES IN THE AD-70 SPRING REVIEW.

B. WHILE NOT FEATURED IN MINISTERIAL DECISIONS, PARAGRAPH 49 OF BASIC ISSUES REPORT (DPC/D(73)30) INDICATES THAT PERMREPS ARE TO SELECT ADDITIONAL AREAS OF CRITICAL FORCE IMPROVEMENTS BY 1 MARCH 1974 FOR STUDY UNDER BASIC ISSUES. WE ASSUME THAT THE THREE AREAS RECOMMENDED BY SECRETARY SCHLESINGER (MOBILE AIR DEFENSE SYSTEMS FOR FIELD FORCES, ELECTRONIC COUNTER-MEASURES FOR BOTH AIRCRAFT AND AIR DEFENSE, AND MODERN SOPHISTICATED AIR DELIVERED MUNITIONS) WILL CONSTITUTE THE LIST OR THE GREATER PART OF THE LIST TO BE SELECTED BY PERMREPS. WE RECOGNIZE THAT THE FIRST TWO AREAS ARE COVERED QUITE EXTENSIVELY IN MNC FORCE PROPOSALS FOR 1975-1980; MISSION CONFIDENTIAL

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SHOULD SUPPORT PRIORITY FOR THESE IN HANDLING 1975-1980 FORCE GOALS. EWG HANDLING OF THESE COULD BE DIRECTED TO VENTILATION OF THE PROBLEM AREAS, SUPPORT OF THE SPECIFIC REMEDIES IDENTIFIED BY THE NATO MILITARY AUTHORITIES AND SEARCH FOR POSSIBLE NATO COOPERATION IN EXPEDITING OR FACILITATING THE REQUIRED FORCE IMPROVEMENTS. ON MODERN SOPHISTICATED AIR MUNITIONS, ON-GOING WORK IN DRC SUB-GROUP ON STOCK LEVELS AND IN FOLLOW-UP TO ANTI-ARMOR IMPROVEMENTS SHOULD HELP TO ILLUMINATE DESIRABLE ADDITIONS OR ADJUSTMENTS TO STOCKS. IN THIS CASE, EWG SPRING REPORT COULD BRING PROBLEMS INTO FOCUS AS A FIRST STEP IN A CONTINUING EMPHASIS ON NEED FOR THESE MUNITIONS.

9. SPECIALIZATION. MINISTERIAL ACTION ON SPECIALIZATION CHARGES DPC PERMREPS WITH FOLLOW-UP. MISSION IS BEST EQUIPPED TO SELECT APPROPRIATE COMMITTEE TO MONITOR CONTINUING STUDY. US WILL PROVIDE THE ILLUSTRATIVE MATRIX AT AN EARLY DATE, AND WILL CONTINUE ITS OWN STUDY TO SUPPORT THE FOLLOW-ON WORK. US OBJECTIVE REMAINS THAT OF EXAMINATION OF BROADER POTENTIAL OF SPECIALIZATION WITH A VIEW TO MORE EFFECTIVE COLLECTIVE DEFENSE, TAKING ACCOUNT OF NATIONAL CAPABILITIES AND REGIONAL PROBLEMS. WE RECOGNIZE THAT SPECIALIZATION STUDY MAY DEVELOP SLOWLY. HENCE, IT IS IMPORTANT THAT CURRENT EFFORTS TOWARDS STANDARDIZATION, INTEROPERABILITY, CROSS-SERVICING, AND COMMON DOCTRINE NOT BE DELAYED OR SIDETRACKED PENDING FULL STUDY OF SPECIALIZATION.

10. BURDENSARING. SEE STATE 252128 AND 191.WASHINGTON COMMENTS *N USNATO 0036 WILL FOLLOW.

11. LESSONS LEARNED FROM MIDDLE EAST. WHILE RECORD OF MINISTERIAL DECISIONS OF DECEMBER 7, 1973 DOES NOT SPECIFICALLY SO STATE, IT IS OUR UNDERSTANDING THAT DPC MINISTERS EXPECT FOR THEIR SPRING MEETING A REPORT FROM MC ON MILITARY LESSONS LEARNED AND FROM PERMREPS ON

POLITICAL IMPLICATIONS OF SU*PRISE AND THE USE OF WARNING TIME. WORK ON MC REPORT SEEMS TO BE IN HAND (USNATO 6089). AGAIN, WE LOOK TO MISSION TO SELECT APPROPRIATE MECHANISM FOR DEVELOPING REQUIRED POLITICAL IMPLICATIONS STUDY. CONFIDENTIAL

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PART OF POLITICAL STUDY REQUIREMENT, IN US VIEW, WOULD BE DETAILED REVIEW OF NATIONAL ABILITY ON COUNTRY-BY-COUNTRY BASIS, TO TAKE MILITARY OR POLITICAL-MILITARY MEASURES SHORT OF GENERAL MOBILIZATION IN A PERIOD OF RISING TENSION OR IN RESPONSE TO EITHER TACTICAL OR STRATEGIC WARN*NG. PREVIOUS NATO STUDIES ON NATIONAL MOBILIZATION PROCEDURES AND AUTHORITIES UNDER DRC AND RECENT HILEX COVERAGE MAY BE OF SOME*HELP, BUT IN US VIEW A FRESH LOOK MAY BE USEFUL.

12. NATO PLANNING. PENDING COMPLETION OF WASHINGTON STUDY OF NATO DEFENSE PLANNING PROCESSES, WE AGREE THAT CURRENT EMPHASIS IN NATO SHOULD BE TO MAKE THE AGREED PLANNING PROCESSES WORK BETTER. FROM US POINT OF VIEW, WE RECOGNIZE THAT USNATO PARTICIPATION IN PLANNING PROCESS WOULD BENEFIT FROM EARLIER INSTRUCTIONS; AT WASHINGTON END, WE WOULD BENEFIT FROM EARLIER RECEIPT OF DOCUMENTS OR SUMMARIES. ON CURRENT NATO MECHANISM FOR PLANNING, WE WOULD LIKE TO SEE GREATER ROLE ASSUMED BY PERMREPS IN MONITORING PROGRESS AS WELL AS REACHING DECISIONS PRIOR TO MINISTERIAL MEETINGS. PERMREPS ARE, IN FACT, SCHEDULED TO ESTABLISH NATO FORCE GOALS IN EARLY 1974, AND AS INDICATED IN PARAGRAPH 6 ABOVE, WE WOULD EXPECT PERMREPS TO PLAY A MAJOR ROLE IN 1974 SPRING REVIEW OF DEFENSE PROGRAMS. ON A MORE SPECIFIC NOTE, WE HOPE TO PROVIDE MISSION WITH SUGGESTED CHANGES FOR INCORPORATION IN DPQ(74) WITH OBJECTIVE OF FULLER EXCHANGE OF DEFENSE INFORMATION.

13. FORMAT OF MINISTERIAL MEETING. WHILE WE SEE NO NEED FOR LONGER DPC MINISTERIAL MEETINGS, WE SUPPORT ALLOCATION OF MORE TIME TO MATTERS OF DEFENSE POLICY AND OVERALL STRATEGY AND LESS TO DETAIL. CONTINUING UTILIZATION OF RESTRICTED SESSION AND SUBMISSION OF PREPARED STATEMENTS FOR THE RECORD SHOULD FACILITATE THIS.

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